

UNIVERSITY OF MINNESOTA

THE REPORT OF THE TASK FORCE

ON

STUDENT SERVICES FEES

May 22, 1976

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## REPORT ON TASK FORCE ON STUDENT SERVICES FEES

### A. PREAMBLE

The Student Services Fee makes available the funds necessary to provide activities and services to meet the wider cultural, social, recreational, and educational needs of the students. These are "non-instructional" activities not usually funded by the Legislature yet necessary for the total college experience.

### B. TWO BASIC FEE QUESTIONS

In recent years, two student services fee questions have been raised by students and staff. They are: 1) What should be included in the student services fees? and 2) What should be the process by which these fees decisions are made? Lately, the Student Concerns Committee of the Board of Regents has had these questions before them annually.

### C. BACKGROUND INFORMATION

In the Summer of 1975, President Magrath asked that an Ad Hoc Committee composed of administrative staff review these two questions for the purpose of providing background information prior to the establishment of a task force on student fees by the Vice President for Student Affairs. The Ad Hoc Committee compiled a history of student fees at the University of Minnesota, defined and commented on five broad classes of current fees, outlined by diagrams the present processes by which fee proposals are evaluated and recommended on the five University campuses, and cited the legal basis for fee assessment by the Regents. The Ad Hoc Committee report is in Appendix A of this report.

Vice President Frank B. Wilderson, Jr. then appointed a Task Force to review the content and process of establishing student services fees. Eleven student representatives from the five campuses were recommended to him through

the Student Consultative Committee leadership. Two faculty members were recommended by the Consultative Committee and three administrative representatives were appointed by the Vice Presidents for Finance, Administration, and Student Affairs. Staff assistance came from the Student Life Studies Office. Vice President Wilderson asked the Task Force members "to review the basic philosophy guiding the assessment of student services fees and to study the several types of charges currently included within the student services fee on each of the campuses". He asked for "recommendations you may care to make to me relative to an overall policy". The appointment letter and Committee membership is Appendix B.

#### D. TASK FORCE DELIBERATIONS

Meetings were held in January, February, March and May of 1976. These sessions were on Saturdays for the entire day.

The first meeting was devoted to framing questions and each member of the Task Force answered the questions from his or her perspective. This was followed by general discussion.

The discussion was divided into two questions. The first was "What is the nature of student fees?" This is essentially a content question. The second was "By what process should fee decisions be made?" which is essentially a process question.

The Committee spent long hours on the questions of definition of the student services fee, mandatory vs. voluntary student fees, who brings the student fees recommendations to the Regents, and whether administrators and faculty ought to sit in on student services fee deliberations, especially with vote.

### 1. Definition of Student Services Fees

No one definition will be able to reflect the broad range of differing perspectives of the fee. Definitions reflect attitudes about process for allocating fee services in relation to education and in relation to the Legislature. Unfortunately there is no one clear and simple definition for the fee totally acceptable to all. For these reasons, the Committee was not able to agree on one generally accepted definition. Appendix G lists the variety of definitions that the Committee developed which might be discussed by the campus fee committees and administrators.

### 2. Mandatory vs. Voluntary Fees

While the Task Force members predicted that students favor voluntary funding for campus non-instructional activities, the members also predicted that students would recommend that most activities now funded by the student services fee should be maintained. A study completed in May 1976 actually indicated that a majority of those surveyed believed that it is necessary to require all students to pay fees for student services. A minority supported voluntary fees. A summary of the survey is attached as Appendix C.

A number of Task Force members wanted the most vital services as part of tuition and all the rest as voluntary. However, on a close vote, the Task Force members believed voluntary funding to be unworkable. They believed that students would avoid paying voluntary fees while demanding the services supported by the student services fee. Most members believed that important student educational opportunities would not be funded if left to voluntary contributions.

### 3. Student or Administration Recommendation to the Regents

A good share of the early discussion focused on student involvement or student involvement versus staff involvement in the recommendations of student fees. At the outset of the Task Force, discussion centered on student

concerns. An initial student Task Force member perspective is cited here.

Originally students became involved in the fees process as advisors or opinion givers. They were assumed to be most directly affected by the fee and were able to provide a uniquely "student" perspective for the administrators determining the fee allocation.

On some of the campuses this sort of involvement had just recently been established. On some other campuses student involvement in the student services fees process has evolved beyond simply "advising". The students no longer view themselves as just an advising voice. The students establish criteria by which their committee can judge the merits and demerits of budget requests and they review those budget requests and make judgments; at this point in time, their judgments take the form of recommendations to administrators.

On the Twin Cities Campus student involvement in the fees process has expanded to incorporate the student assembly. Because students pay the fee, for services to benefit them (primarily), the recognized student representatives make decisions concerning the fee.

The students would like to be recognized as the legitimate group to make final recommendations to the Board of Regents. The University of Minnesota can greatly strengthen its obligation to developing responsible Minnesota citizens by entrusting students to make decisions concerning Student Services Fees money.

Right now the students must persuade the Administration of what is best for them and how the fee that they pay can best be spent. The students would like the Administration to be in a position where they must persuade a student dominated committee or the student assembly, what is best for them (the students) and the University as a whole.

In addition, Mike Unger, speaking for the student representatives to the Board of Regents in December suggested that central administration recommendations on the student services fees be eliminated or student leaders should present their finalized fee recommendations to the Regents directly but allowing the Administration to dissent on particulars. His report is Appendix D.

In February, President C. Peter Magrath told several members of the Task Force that the University President has the responsibility for making administrative recommendations to the Regents in all areas of University concern and he will not be excluded from making recommendations on student services fees. The President's later letter to this effect is Appendix E.

The Twin Cities Student Assembly in a March 1976 meeting passed a resolution directed at a number of issues that the Task Force was considering. Included was a point that the Speaker should present the student fee recommendation to the Board of Regents. The resolution also dealt with a number of other issues regarding fees. The Task Force reviewed the recommendations which are included in Appendix F.

The majority of the Task Force in the end agreed with the President that his responsibility included recommendations on and supervision of student services fees. A minority disagreed.

#### 4. Student and Staff Involvement in the Student Service Fees

Several Task Force members believed that faculty and administrators ought not be on student services fees committees or, if they are, they should be there without vote.

A majority of the Task Force members concluded, however, that faculty and administrative members should serve with vote on the fees committee to lend additional credibility to fees committee recommendations. Also, the student members could get better readings on the attitudes and voting stands of the non-student members. Most Task Force members did believe that students should be in a majority on the committees. For additional recommendations made by the Twin Cities Student Assembly see Appendix F.

#### E. THE CONTENT OF STUDENT SERVICES FEES

The Task Force discussed at length what should be included in the student services fees from each campus. Although it was discussed at great length, five recommendations regarding the content of the fee were finally agreed upon. They are:

1. All student services fees ought to be mandatory.

The rationale for this position is stated in D. 2. above.  
(The Task Force did not consider the Minnesota Public Interest Research Group a student services fee.)

2. Fee supported services should be available to all students.

The Task Force rejected the idea that student fees ought to be available for small single purpose groups. It did, however, agree that some student groups should have funds that would allow them to program for the whole campus. An example of this is funding for a foreign student group that has provisions for American members and presents programs available for all students.

3. Additional debt service established through student services fee procedures be funded through tuition.

The concern here was for the Consolidated Athletic Building Fund on the Twin Cities Campus. Although the fund was not officially recommended by students (since none were on Student Services Fees committees at the time of the loan application for the Bierman building and related facilities), the Student Services Fee Committee currently annually makes recommendations on this portion of the fee.

In the future, similar facilities should not be funded without Student Services Fees committee recommendations. Once funded the portion of the fee funding the facilities would not be reviewed annually but would continue until the loan obligation is completely paid. At the completion of the repayment of the loan, tuition would be reduced by the amount that had been used to pay for the facility.

4. Student services fees should not be used to fund courses or activities for which academic credit is offered within a department

Courses for credit ought to be funded by tuition and Legislative funds. The Task Force recognizes that some such funding (i.e. band theater, athletics) currently exists and consideration needs to be made for alternative funding.

5. Student services fee funding for intercollegiate athletics is undesirable and every attempt should be made to phase it out.

The Task Force recognizes the problems of finding other funding for this purpose. However, a majority agreed that student fees ought not be required for intercollegiate athletics.

#### F. THE PROCESS FOR FEE DECISIONS

The Task Force spent many hours trying to get agreement on the process by which fee recommendations and decisions are made. The following



recommendations were made on the process of deciding on Student Services Fees.

1. All campuses should have a committee that reviews and recommends the student services fees. That committee should have at least a student majority, and all members will vote.

For the rationale on the composition of the committee, see D. 4.

2. All aspects of a process for dealing with student services fees should be left to the individual campuses. There was agreement that whether student services fees go through the Student Assembly or not should be determined by the individual campuses.

Consensus could not be reached on whether student government should approve the Student Services Fee Committee report. The rationale for such a position is stated in Appendix D.

3. No executive of any organization that receives funds from student services fees shall be a member of the Student Services Fees Committee.

Concern for conflict of interest of students was the main reason for this recommendation.

4. All fees committees should have staff assistance from the office that audits fee funded organizations.

Students and staff need the records and assistance of the financial officers that deal on a daily basis with units receiving fees in order to be knowledgeable on technical and historical funding aspects.

5. All persons involved in development of the student services fee must recognize the relationship of fees to the total tuition and other costs of education for students.

Student Services Fees should be set in a context of the overall costs of a student's education. This requires an obligation to keep the fee at the lowest cost commensurate with the need for services.

6. All organizations receiving any student fee funding must have students participating in deciding how fee money is spent.

Students must be involved in the development of policies and budget for any proposal that comes before the Student Services Fee Committee.

7. Every budget receiving funding from the student services fee should be reviewed annually.

The needs of students' services can change each year. To be more directly and frequently accountable to these needs, this recommendation was made. It also gives fee committee members opportunities to keep in continuous touch with requests and budgets.

8. The Fees Committee on each campus shall establish requirements for budget review, expenditures and pre-audit.

The Fees Committees should give each group requesting a fee written requirements on what the committee needs in terms of budgeted items, income, expenses, and guarantees of financial accountability. The Committee may ask for previous audits.

9. Organizations receiving funds from student services fees should demonstrate expenditures in general compliance with their submitted budgets.

Once a service is funded the Task Force believed that funds should be used in the way presented to the fee committee. This recommendation would require planning ahead by the service and responsibility for spending according to that plan.

10. In general, total dollar amounts should be used in the review and allocation of budgets. Exceptions might be made for services that have a direct relationship to enrollment.

The purpose of this recommendation is to make a more appropriate review and to avoid unwarranted windfalls or shortfalls. After allocations are reviewed and approved, requests should then be pro-rated into a per-student-cost for presentation to the Regents for their approval. A reserve fund would be established for the purpose of dealing with windfall and shortfall contingencies.

11. The Student Services Fees Committee has the option to allocate funds on the basis of approval of specific request items within a total budget.

The Task Force recommends that funds should be approved for general kinds of activities and restricted from other items. This is based on the assumption that fee committees are representative of and responsible to the University Community for fee allocation recommendations. When necessary, these recommendations would be forwarded to the Regents.

12. The budgets and financial records of all units that receive student fees should be available to student inspection.

The fact that services are funded by Student Services Fees should warrant the extra efforts of making the records on the use of these funds available to reasonable inspection by individual students paying the fee. Reasonable requests should be honored during office hours for information generally available through accounting procedures.

13. The interest and needs of students regarding student fees should be polled annually.

As student needs change, Student Services Fees Committees need a gauge of student opinion on the services. A student poll is only one indication of student needs and interest. Open hearings and other indications of student opinion need to be made also.

14. Summer Session Student Services Fees should be set at the same time as the regular session fee.

An annual budget proposal should be reviewed and allocated at one time rather than two separate steps for each service. This action would give each service knowledge for budgeting the total fiscal year.

15. Continuing Education and Extension students should have the option of paying the Student Services Fee.

CEE students have been restricted from some services and participation in groups requiring fee payments for membership.

16. All reasonable attempts shall be made to develop a unified Student Services Fee report to the Regents on the part of the central administration and student/faculty/staff committees.

The Task Force presents these recommendations for further action and reaction by the administration and the Regents.

May 22, 1976

APPENDICES

- A. Ad Hoc Committee on Student Fees, October 15, 1975.
- B. Letter of Appointment of the Task Force on Student Services Fees, November 17, 1975.
- C. Twin Cities Survey of Student Services Fees, May, 1976.
- D. Report to Student Concerns Committee on Student Services Fees made by Mike Unger, Student Representative to the Board of Regents, December, 1975.
- E. President Magrath's Letter on Student Fees, April 29, 1976.
- F. Twin Cities Student Assembly Resolution on Student Services Fees, February 26, 1976.
- G. Student Services Fee Definitions.

## UNIVERSITY OF MINNESOTA

October 15, 1975

## MEMORANDUM

TO: Frank B. Wilderson

FROM: Ad Hoc Committee on Student Fees  
Donald P. Brown  
Chester B. Grygar  
Donald R. Zander

SUBJECT: Student Fees

In response to the President's request, this committee has discussed the student fees situation facing the University at this time, and is transmitting this report as a first step toward focusing debate on the issues.

As background and reference data, we have compiled and are attaching the following:

Exhibit A	A history of student fees assessed by the Regents
Exhibit B	Definitions and comments relative to the five broad classes of fees currently assessed
Exhibits C through G	Diagrams of the current processes on each of the campuses whereby fee proposals are evaluated and recommended
Exhibit H	An opinion letter from Joel Tierney citing the legal basis for fee assessment by the Regents

With this background material, we are now ready to address the primary issue and to develop appropriate administrative positions vis-a-vis student fees.

For many years a continual debate has been waged concerning "student control" of student fees---generally limited to discussion of the mandatory student services fee. The evolution of this discussion has gradually resulted in a student majority on the Fees Committee on each of the five campuses.

Having achieved a majority in the campus fees committees, some student leaders now feel that they should have direct access to the Board of Regents in all such matters and that the Administration ought not to have a voice in the development, evaluation, and recommendation process.

In order to place this discussion within a proper framework, it is necessary that we first ascertain the locus of responsibility for this process. Referencing Mr. Tierney's letter (attached Exhibit H), we believe that all such authority is vested in the Board of Regents. In other words, the Regents are accountable and responsible for all tuition and fees assessed by them against students or other "customers" of the University. In the past, and at present, the Regents have delegated some of their authority to appropriate University Administrators through the process of standing resolutions or specific resolutions. By virtue of this process, those dealing with a particular University Administrator are in a position to determine precisely his or her authority, and the Regents are in a position to hold each Administrative Officer accountable for his or her actions. Even under this well-defined procedures, the Regents are ultimately responsible for the actions of their agents.

A current proposal of some student leaders suggests that the Regents delegate responsibility for the establishment of student services fees to legitimate student organizations or groups. Aside from the question of who, in fact, would be accountable to the Regents, we think it appropriate to pose several questions and to offer our version of appropriate answers.

1. WHY WOULD THE REGENTS WANT TO DELEGATE THE FEE SETTING RESPONSIBILITY?

The concept that students should have final say on student services fees is a popular one among some student leaders. These leaders believe that the ability to set fees is only natural for them since they represent the students and are considered the spokespersons for the student body. They believe they should have the power and responsibility to determine the best balance of

service programs and costs.

They believe that they can read best the pulse of student interests and concerns and authorize funding of programs or services to meet these concerns. Moreover, these concerns can vary with each generation of students. One year that concern could be in the area of day care centers, minority programs, student FM radio stations or student government. Another year that concern might lead to funding of student ombudsman services or, as Oregon has done, of gay liberation groups. The point is that the student leaders would be able to assess best student interests and respond to them.

In addition, student government would be seen as more important and more students would be interested in working with it. Students would have more responsibility and grass roots interest would be generated.

The assumption asked to be made by the Regents is that the student leaders would assume the responsibility for the Regents much in the same way that the Regents or administration has done in the past. Therefore, the Regents could deal with other more important policy matters.

## 2. WHY WOULD THE REGENTS NOT WANT TO DELEGATE THEIR AUTHORITY IN THIS AREA?

The Regents may have reservations about the selection of the student fees committee, the level of their competency to deal with budgets, their background on the nature of fees and the possible fluctuation of interest in certain fees each year, and the continuity of student leaderships, i.e., they serve for one or two years and then are gone.

Some commitments have to be made for long terms on some parts of the fees. The University would find it troublesome if fees were turned on and off. Long-term commitments have to be made to protect loan obligations and the employment of staff under Civil Service regulations. Using Morris Campus as an example, student leaders have recommended that fees for on-going athletic programs be

cut significantly in a single year. The administration believes that this particular action fails to recognize all the problems it would generate.

Moreover, should the Regents delegate fee establishment to student committees, they have little recourse should these committees decide to take such actions. They have essentially lost control of this area although they are still responsible for it.

Some Regents might be concerned about the public reaction on the possible morality of some requests, e.g., a free abortion clinic, etc.

### 3. WHY NOT HAVE THE ADMINISTRATION EXCLUDED FROM STUDENT SERVICES FEES DETERMINATION?

Student leaders might recognize the need for the Regents to act on student fees, but would say that student services fees should be a matter directly between the Regents and student government. Again, it is the belief that students can deal in the most effective way with student services fees. Part of this package would be to exclude administrators from voting on fees committees and from making recommendations to the Regents on these fees. It is a matter of student leaders saying that in some areas they are more expert than administrators are and the Regents should pay no heed to the administration in those areas. In effect they are saying we don't need to muddy the waters with advice from the administration, but deal with us directly.

The Regents have that option and some might want to take it. It is, however, possible that some future faculty groups would feel the same way about some of their concerns as well as some Civil Service staff or craft unions. Eventually, the Regents might need additional meetings to deal with its many groups wanting to deal directly with them.

### 4. WHAT HAS BEEN AND SHOULD BE STUDENT INVOLVEMENT?

As stated in the history section (Exhibit A), there has been significant changes in the membership of the committee that deals with student services fees.



On all campuses there had been little student involvement in the setting of the Student Services Fees before 1968. Sometimes a Vice President or Provost would ask student leaders for comments on the fee. Most often the conversations were with a specific group about a specific fee, i.e., student government leaders about the student government portion of the fee. After these discussions, an administrator recommended a fee to the Central Administration for recommendation to the Regents. Now each campus has made major changes. On the Twin Cities Campus, the change was from a committee of five faculty members, four administrators, and three students in 1969-70 to a 1974-75 committee of twelve students, three faculty, and three administrators. The faculty and administrators serve without vote. The other campuses have had similar changes. In all cases, the student members are in the majority.

The Twin Cities Student Services Fees Committee forwards its recommendations to the Student Assembly for review. The Twin Cities Campus Student Assembly submits its recommendation to the Regents. The Fees Committee and the administration may also recommend changes in the fee in supplementary reports.

The administration believes it is important that students continue the major role that they presently have on each campus fees committee. They are committed to support the recommendations of the student group whenever they believe that such support is in the best interests of the University. Moreover, they believe that administrative and faculty judgments on these matters is appropriate and warranted as part of their responsibility to the Regents.

In most cases, the administration, faculty and student members are in agreement with the fee recommendations that are brought to the Regents. On the few instances that there are differences, it is important that the Regents be informed of the reasons for these differences before they make their judgments. Students and administrators will continue to have the opportunity to interact directly

with the Regents. It is probably important that the imbalances of little student input in the past should not be perpetuated by excluding the administration in the future.

We hope that the materials provided herein and the observations which we have made will provide the basis for a thorough discussion of this issue.

/djs

Attachments

HISTORY

The first reference in the Board of Regents' minutes to student fees was contained in the handwritten minutes of December 23, 1869: "On motion ordered that a tax of \$1.00 per term upon each student attending the University be levied for the purpose of defraying incidental expenses". This Incidental Fee seems to have been, in fact, a method of circumventing the "free" tuition policy implied by the Morrill Act. This was more evident by the turn of the century when "Incidental Fees" were collected on a differential basis for residents and non-residents.

The first reference to a charge for a service (what we now know as a Student Services Fee) was in 1912--a compulsory fee of \$1.00 (for men only) per semester for the Minnesota Union membership. The second item was the Minnesota Daily in 1918, but this fee for several years was optional. From the earliest fees charged for the Union, the Daily and the Band, the records show that the fees had been instituted on the basis of recommendations from the student body. These were added on the basis of petitions, since there was no formal fee committee as now exists. President Lotus D. Coffman in 1926 expressed his personal appreciation for the petition signed by 6,500 students to add the Band to the Incidental Fee--"I shall be very happy, indeed, to pass through a football season without having the bucket passed at any of the football games". The recommendations for changing or adding fees was in the hands of the University Committee on Fees from the early 1930's to 1969-70, when the present Student Services Fees Committee (including students) was established.

The attached table (Schedule A-1) of Twin Cities Student Services Fees (1930 to 1976) indicates that the number and kind of student services fees proliferated over the years, including charges for some activities that could have been charges to general budgets rather than student services fees. In the Fall Quarter of 1954, the following fees were eliminated from the "Incidental Fee" and added to tuition: Library, \$1.00; Post Office, \$.20; Address Book, \$.30; University Band, \$.20; Counseling Bureau, \$1.50; Speech Clinic, \$.25; Ice Rink, \$.50; Golf Course, \$.45; Tennis Courts, \$.05; and Student Activities Bureau, \$.40. After this purge of the fee structure, only four items remained: the Health Service, the Union, the Daily and the Student Congress. In the period since this change, we have gradually crept back to the present list of fifteen items.

The Student Services Fee has been quite flexible over the years with some items appearing for a year or two and then being dropped and other items appearing, disappearing and re-appearing again. At the present time, on the five campuses, there are 33 different items funded. Only five of these items are common to all campuses. It is clear that the various campuses fund a variety of different services--sometimes similar services under different names--and that there is little uniformity between the campuses.

CURRENT DEFINITIONS1. TUITION

A charge or a fee for educational services including teaching, administration, admissions and records services, libraries, counseling and advising, and maintenance of physical plant. Tuition may also include any other charges approved by the Board of Regents deemed necessary to carry out the University's mission of teaching, research and service including purchase of land and erection of buildings.

2. STUDENT SERVICES FEE

This item provides funding for those activities not directly related to instruction but generally recognized as providing extra-curricular or non-curricular service to students such as student government, student unions, student newspaper, etc. Traditionally, these fees have been assessed on a mandatory basis. While these fees now are reviewed and recommended by fee committees with predominantly student members, this was not always true. Prior to 1969-70, Student Services Fees were handled as part of an administrative committee with no student members. By 1972-73, students on the committee were in the majority on the Twin Cities Campus, and effective 1974-75 students were in the majority on all campuses.

In the past, this source of fees on the Twin Cities Campus supported activities such as Libraries, Post Office, Address Book, Counseling Bureau, Speech Clinic, Ice Rink, Golf Course, Tennis Courts, Recreation, Dramatic Activities and Athletics. Duluth has had support for the student directory, theater, speech clinic and other supportive services from this fee.

### 3. LABORATORY FEES

Laboratory fees are charges made in selected courses to cover the additional costs of educational materials--chemicals, computer use, pass out materials, etc. They were instituted in the Fall of 1972 and are \$4.00 per course. A maximum charge of \$12.00 per student per quarter is present policy.

The approval of this fee by the Regents was on a temporary basis until such time as supply and expense budget resources enable it to be discontinued. Since this fee was established, experience shows that:

1. Without these funds the departments would not be in a position to provide meaningful laboratory experiences.
2. The additional charge permits new laboratory experiences, such as those involving computers, specialized equipment and materials.
3. The regularity of these resources permits economies and efficiencies not achievable when dependence must rest on uncertain, non-recurring allotments.
4. The additional charge permits units to replace worn out, obsolete or stolen equipment from other than non-recurring resources which have been difficult to find.

The approval stipulates that the fee may be imposed for courses involving laboratory equipment and materials when course costs exceed normal supply and expense expenditures. The final selection of such courses was to be determined by the Vice President for Academic Affairs on the recommendation of the Dean or Provost.

From the Fall Quarter of 1954 until the Fall of 1972, there were no laboratory fees charged to University of Minnesota students. On February 19, 1954, the Regents approved a change in the fee structure that eliminated laboratory (and course fees) and incorporated these into the tuition charge. The rationale for the incorporation of these fees into tuition was:

1. The regrettable tendency among students to make educational choices between courses on the basis of course fees rather than on fundamental educational needs.
2. The complex course fee structure was a source of bewilderment and irritation to students and parents.
3. The fee structure was a constant source of misunderstanding to the legislature.
4. The preparation of fee statements with varying fees was a cause of delay and extra clerical expense.

The earliest mention of laboratory charges was in the 1891-92 catalogue that stated, "Laboratory charges depend on the amount of materials used and breakage of apparatus". Apparently each student paid for materials as they were used and also paid for breakage.

It wasn't until 1901-02 that laboratory fees as we know them now were instituted. The fees charged per semester were: Chemistry, \$5.00; Botany, \$3.00; and Zoology, \$3.00. By 1909-10 the Bulletin listed 13 course and laboratory fees from Mineralogy, \$1.00 to Music, \$64.00.

Presently, students are assessed the laboratory fee for about 200 courses.

#### 4. COURSE FEES

The term "Course Fees" is used interchangeably in the bulletins and class schedules over the years. These fees are charged for specific courses in lieu of tuition although there are exceptions as noted below. The current class schedule lists the following fees under this category:

Biology (3-013)	\$ 3.00
Composition (Preparatory)	21.00
Health Service (Field Trips and Foreign Study)	26.50
Itasca (Research Table Fee)	25.00
Itasca Laboratory Fee	8.50
Solid Geometry (Preparatory)	21.00
Mathematics (Preparatory)	35.00
Microbiology	3.00
Music (Private Lessons)	70.00
Public Health (5-755)	150.00

Although Biology and Microbiology appear to be laboratory fees, these are in fact microscope rental fees. The preparatory fees, Music, and the Public Health Fee are in fact the only true course fees being charged at the present time.

#### 5. SPECIAL FEES

Special Fees are those fees charged to students that are not related to special courses but are charged for special services. Examples of special fees include: Credit by Special Examination, \$20.00; Credential Exam Fee--Undergraduate, \$10.00; Duplicate Diploma Fee, \$10.00; Graduation Fee, \$10.00; Placement Service Fees (Varied); Music Practice Fees; etc. These fees are charged to reimburse the University for costs of performing special services. In some instances they are penalties or deterrents to the creation of huge amounts of work by the faculty or staff, e.g., special examination fee to cover the cost of preparation of a special examination by a faculty member, and the credential examination fee--a fee charged to prospective students seeking admission. This fee limits the examination of admissions credentials to bona-fide students seeking admission.

Special Fees are for the most part, non-recurring and added or charged by administrative decree.



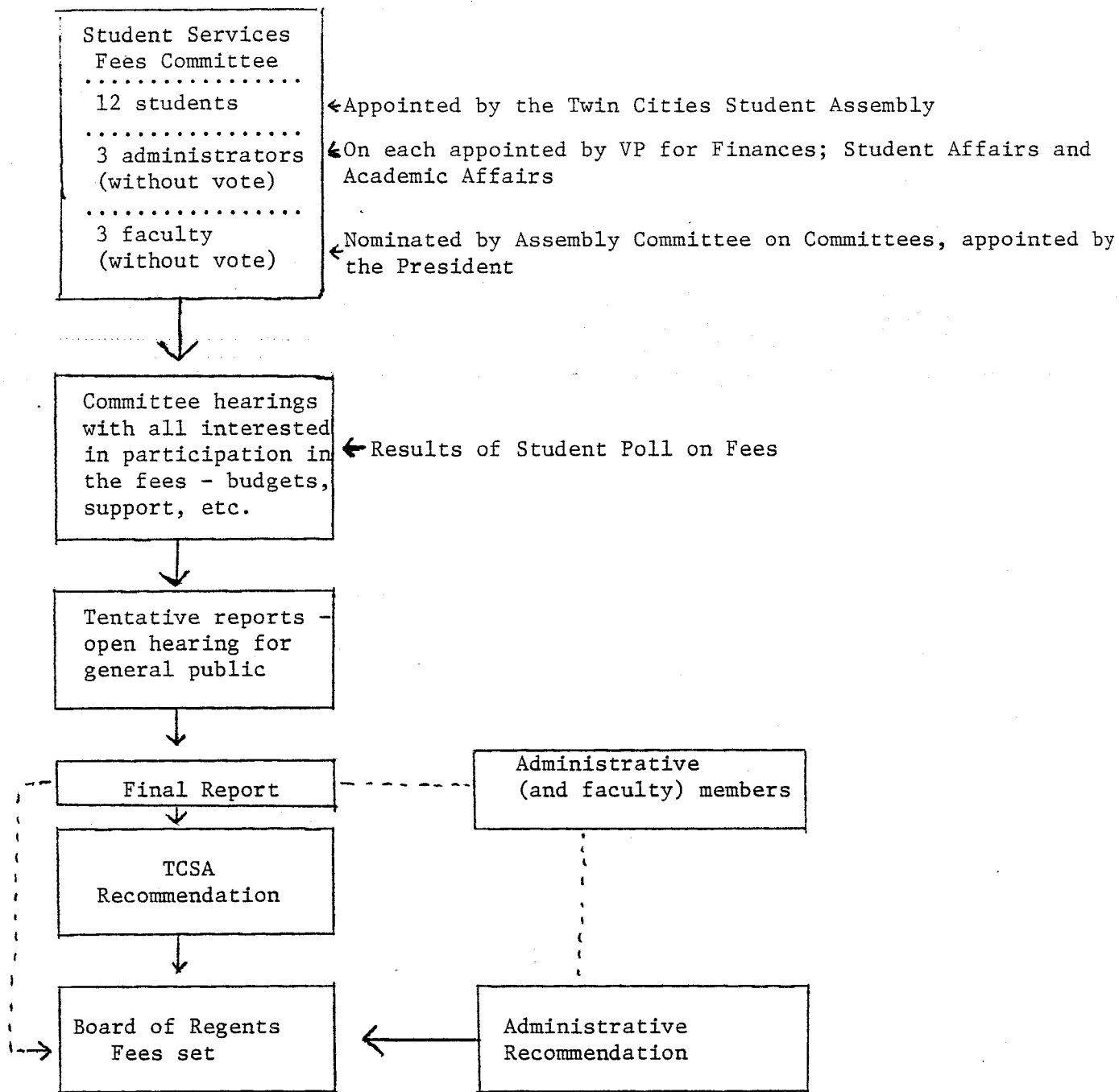
UNIVERSITY OF MINNESOTA  
MINNEAPOLIS AND ST. PAUL CAMPUS  
Student Services Fees Committee  
1930 -- 1976

Year	Bd. of Pub. (DAILY)	Health Serv.	Stud. Govt.	Minn. Union	Intra Mural**	Regts. Aid Fd.	Music	Li- brary	Post Off.	Addr. Book	Couns. Bur.	Speech(.25) SAB (.40)	Intl. Prog.	Hon- ors	Stu. Omb.	Crs. Eval.	FM Radio	Coll. Bds.	Study Trav.	Cons. Ath. Fund	Video Acc.	Other*	Elec. Comm	Total
1930-31	.50	3.00		1.00			.17	1.00	.20	.13														6.00
1940-41	.50	3.00		3.00			.17	1.00	.20	.13	.50													8.50
1950-51	.85	5.00	.15	3.00	1.00		.20	1.00	.20	.30	1.00	.65												13.35
1951-52	.85	6.50	.15	4.00	1.00		.20	1.00	.20	.30	1.00	.65												15.85
1952-53	.85	9.00	.15	4.00	1.00		.20	1.00	.20	.30	1.50	.65												18.85
1953-54	.85	9.00	.15	4.00	1.00		.20	1.00	.20	.30	1.50	.65												19.35
1954-56	.85	9.00	.15	4.00																				18.00
1956-57	.85	9.00	.15	5.00																				15.00
1957-60	.85	10.50	.20	5.45																				17.00
1960-65	.85	12.00	.20	5.45				1.50																20.00
1965-66	1.15	14.25	.25	5.50	.50	1.00	.10	1.50												2.75				27.00
1966-68	1.15	17.75	.25	7.00	.50	1.00	.10	1.50												2.75				32.00
1968-70	1.15	19.75	.25	10.25	1.20	1.30	.25						.05	.05						2.75				37.00
1970-71	1.15	21.00	.25	11.75	1.60	1.70	.20						.10		.04	.05	.41			2.75				41.00
1971-72	1.15	21.00	1.25	11.75	1.60	1.70	.20						.10		.04	.05	.41			2.75				42.00
1972-73	1.15	23.50	1.25	12.50	1.97	1.88	.20						.15		.05			.10		2.75				45.50
1974-75	1.80	26.50	.75	12.50	2.41	1.88	.31						.15		.05			.15	.10	2.35			.05	49.00
1975-76	1.80	24.50	.75	13.00	3.04	.81	.31						.15		.08			.15	.15	1.35	.87	.24	.05	47.25

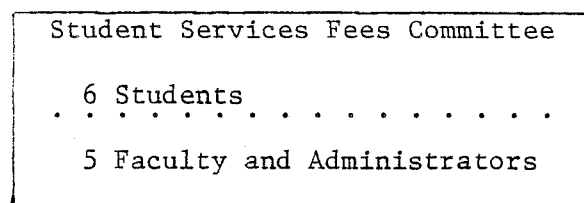
\* Ethnic Student Org., \$.18; Exchange students, \$.06

\*\* Golf, Tennis and Ice Rink prior to 1954-55

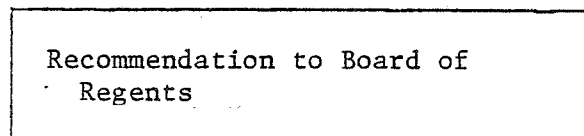
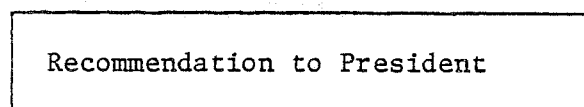
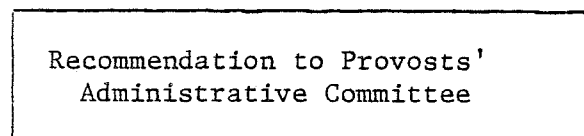
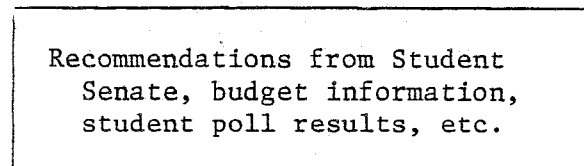
## TWIN CITIES STUDENT SERVICES FEES



## STUDENT SERVICES FEES, UNIVERSITY OF MINNESOTA, CROOKSTON



Appointed by Student Senate

Appointed by the Provost (usually  
representing Student Affairs, Business  
Office, Athletics and faculty)



UNIVERSITY OF MINNESOTA  
DULUTH

Office of the Vice Provost for Student Affairs  
251 Administration Building  
Duluth, MN 55812

Telephone: (218) 726-8501

July 29, 1975

DULUTH CAMPUS STUDENT SERVICE FEE

8 students	- nominated by Student Congress - Committee on Committees
2 administrators	- appointed by Provost
2 faculty	- appointed by Provost

Usually 5 months of weekly meetings with all interested parties, reviewing present budgets, listening to program and budget proposals for coming year. A general student poll is taken during this period of time. All meetings open and reported in Student paper.

Committee makes final recommendations for coming year. Open meeting.

Recommendations are reviewed by UMD Administration.

If total  
agreement

Central  
Administration

Board of  
Regents

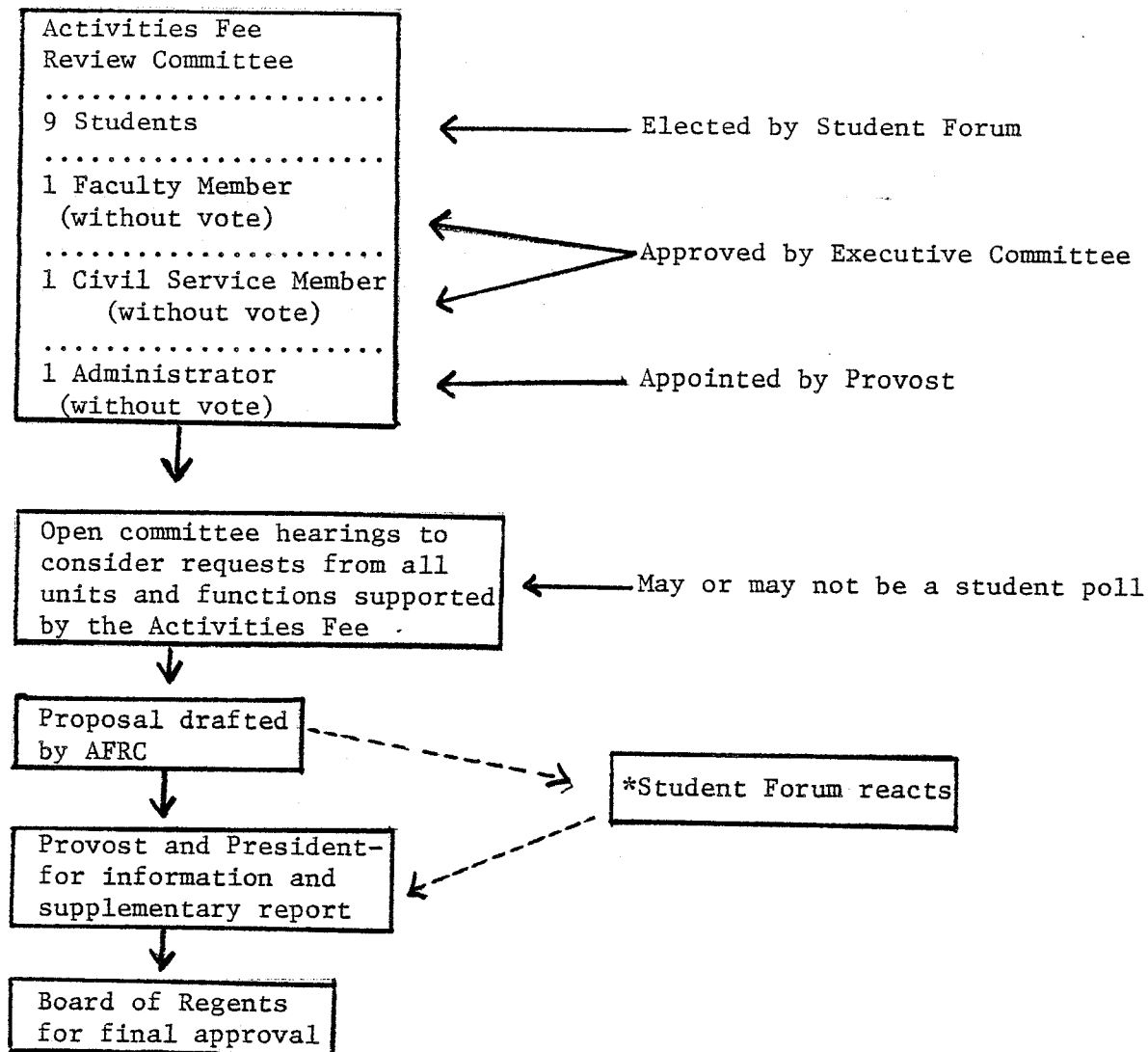
if there is  
disagreement ....

Negotiation session between Committee and Administration. If agreement is reached, one recommendation is forwarded.

If there can be no compromise, both the Committee's and the Administration's recommendations are forwarded.

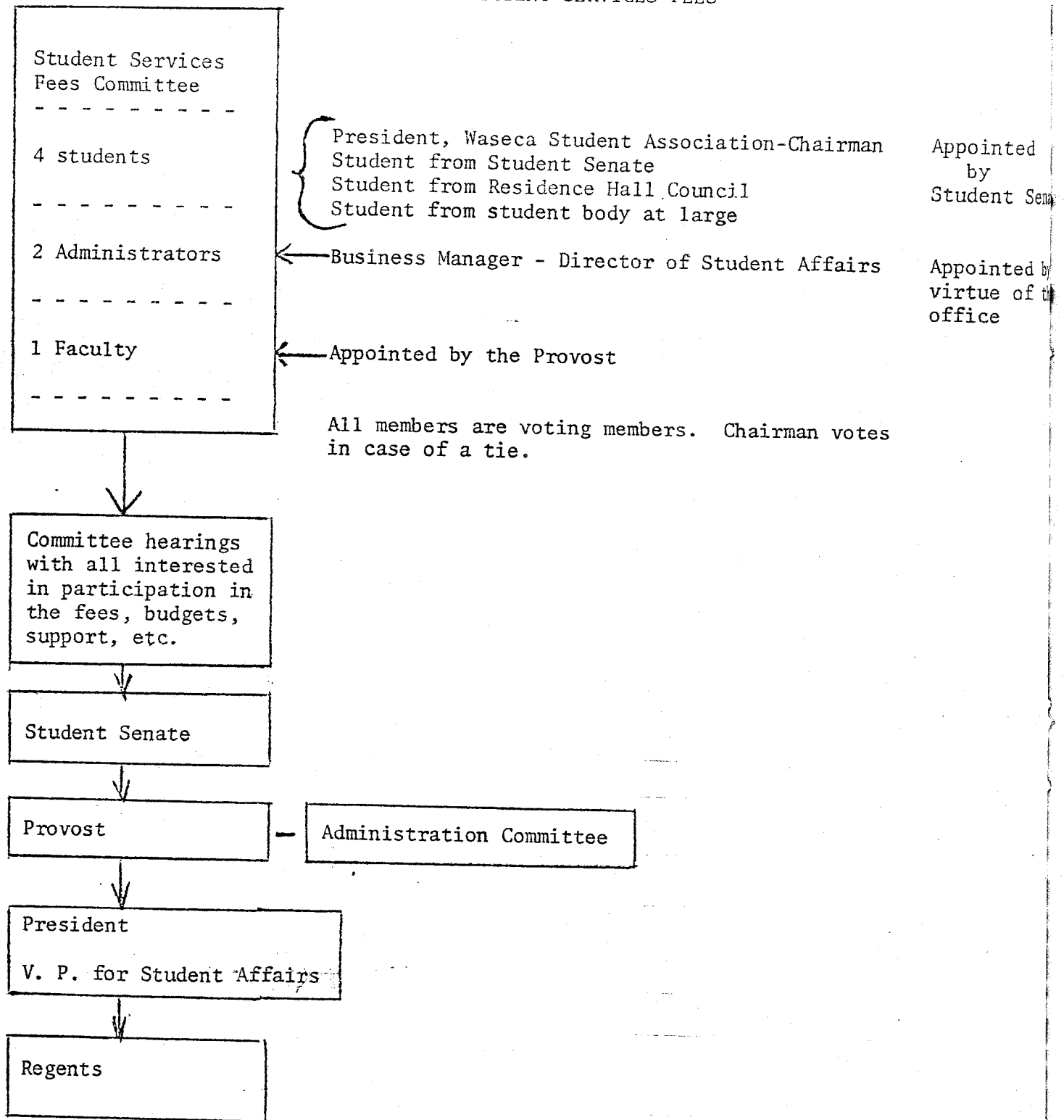
## MORRIS CAMPUS ACTIVITIES FEE

1975-76



\*From this point on, the Provost disagrees with AFRC's proposal. He believes that the final report should be made to the Provost who then accepts or modifies it. An appeal can be made to the President or designate by the AFRC if it disagrees with the Provost's reaction.

## WASECA STUDENT SERVICES FEES



UNIVERSITY OF MINNESOTA  
TWIN CITIES

Office of the University Attorney  
30 Morrill Hall  
Minneapolis, Minnesota 55455  
(612) 373-3446

August 1, 1975

James F. Brinkerhoff  
Vice President, Finance  
301 Morrill Hall  
Minneapolis, Minnesota 55455

Re: Assessment of Student Fees

Dear Mr. Brinkerhoff:

You have asked the question concerning the authority of the Board of Regents to assess fees to students and their general responsibilities associated with those fees.

Section 12 of the Charter, Territorial Laws 1851, C. 3, states as follows:

"Section 12. The admission fee to the University and the charges for tuition in the several departments thereof, shall be regulated and prescribed by the Board of Regents;..."

[As an aside, this has direct bearing on the 1975 Legislation concerning senior citizens and their ability to attend the University of Minnesota without tuition, etc.]

It is clear at this institution, and generally accepted legally that the governing board or administration has the broad authority to assess fees as they deem fit and proper, subject only to legislative proscriptions.

The Board of Regents has the broad authority and discretion in its governance and the imposition of fees upon the students, subject to the constraining requirements of applicable Minnesota and United States Constitutional and Statutory provisions. The imposition of fees to students is accepted as subject only to the provisions that they are imposed for:

- (1) Tuition,
- (2) Expenses incidental to student admission and attendance; or,

August 1, 1975

James F. Brinkerhoff  
Page 2

- (3) Expenses considered necessary or advantageous for the cultural and physical development and well-being of the students;

and that they are expended and used for,

- (1) Activities of public higher education or higher learning.

Although a segment of the students allege that fees derived from the total student body are not the concern of the administration or the Board of Regents once they have been collected, I would submit that when the Board of Regents assess and collect fees, and turns it over to the student organization, it must be assessed for valid University educational purposes, it is held by the Regents for the purpose specified in the collection, and if turned over to another organization for administration, it is incumbent upon the University through its administration, to ensure the integrity of the fees and that they are used in furtherance of the public educational mission, for which they were collected.

We are continuing our review in the area of student fees, and if specific questions are received, we will attempt to analyze and elaborate on the foregoing for you.

Yours very truly,

R. Joel Tierney  
University Attorney

RJT:ls

cc: Walter Bruning  
Donald Brown ✓





UNIVERSITY OF MINNESOTA

Office of the Vice President for Student Affairs  
Morrill Hall  
Minneapolis, Minnesota 55455

November 17, 1975

Mark Bufkin, Student, UM, Duluth  
Don Brown, Assistant Vice President for Finance and Administration  
Peter Bugbee, Student, UM, Duluth  
John Ciabattari, Student, UM, Twin Cities  
Claire Dingly, Student, UM, Morris  
Rick Evans, Student, UM, Twin Cities  
Robert Falk, Head, Department of Psychology, UM, Duluth  
Chester Grygar, Budget Officer, Finance Office  
Dave Hurlbut, Student, UM, Crookston  
Rick Jauert, Student, UM, Morris  
Mark Lonsbury, Student, UM, Twin Cities  
Beth Lutze, Student, UM, Twin Cities  
Rick Marsden, Student, UM, Twin Cities  
Bruce Overmier, Professor, Department of Psychology, UM, Twin Cities  
Theresa Spindler, Student, UM, Waseca  
Don Zander, Assistant Vice President for Student Affairs

Dear Students and Colleagues:

Over the past several months the issues involved in the assessment of student fees have been under active review by the Regents of the University, its central officers and student government groups. On President Magrath's recommendation, I asked a small group of administrators to summarize some of the relevant policy issues and to trace the development of the student services fee for the Twin Cities campus and to some extent for the other campuses. This group has completed its assignment. The document they prepared is enclosed with this letter.

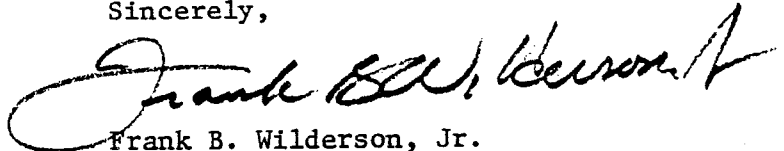
I am asking you to serve as a member of a task force to review the basic philosophy guiding the assessment of student services fees and to study the several types of charges currently included within the student services fee on each of the campuses. The Ad Hoc Committee's report will serve to further sharpen the issues and provide background for your work. That report should in no way limit the range of your study of these fees. You may want to discuss the rationale and possibility of incorporating some of the typical fee items into the regular University operating budget and/or of bringing selected fee items into the tuition charges. I request that you consider the question of compulsory versus voluntary fees for selected activities. I would appreciate your guidance on the issue of similar fees on all of the campuses or a diversity of fees for the various campuses.

Following your study of such specific issues and of others you might find related I would appreciate recommendations you may care to make to me relative to an overall policy. In addition, I would appreciate your thoughts on guidelines for a student services fee administrative process. It would be helpful if I could have your recommendations during Spring Quarter 1976.

I am asking Claire Dingly, Executive Secretary of the Morris Campus Student Association, and Donald Zander, Assistant Vice President for Student Affairs, to act as co-chairpersons for the task force. The Student Life Studies Office, a research branch of the Office for Student Affairs, will serve as staff for the task force. In that respect, Dr. Stanley Strong, Director of Student Life Studies, will be ex officio on the task force.

If I do not hear from you to the contrary, I will assume your willingness to serve. I am asking Ms. Dingly and Dr. Zander to call the task force into session at the earliest possible time. I will be very happy to meet with the task force early in its deliberations to discuss any item in this letter or other matters of the task force's interest.

Sincerely,



Frank B. Wilderson, Jr.  
Vice President for Student Affairs

Enclosure

cc: President C. Peter Magrath  
Vice President James F. Brinkerhoff  
Vice President Walter H. Bruning  
Vice President Lyle A. French  
Vice President Stanley B. Kegler  
Vice President Henry Koffler  
Provost Raymond W. Darland  
Provost Edward C. Frederick  
Provost John Q. Imholte  
Provost Stanley D. Sahlstrom  
Dr. Jeanne Lupton  
Dr. Stanley Strong

## FEE TASK FORCE MEMBERSHIP LIST

APPENDIX B

Mark Bufkin	521 North 35th Av. E. Duluth, Mn. 55804	Kirby	(218) 724-5764 (218) 726-7178
Don Brown	335 Morrill Hall		(612) 376-4624
*Peter Bugbee	415 St. Marie St. Duluth, Mn. 55811		(218) 728-5023
John Ciabattari	6116 Centennial Hall		(612) 373-0604
Clare Dingley	P.O. 131 - U of M, Morris, Mn. 56267		(612) 589-2723 (612) 589-1180
Rick Evans	308 Aero Engineering		(612) 373-2414
Robert Falk	336 Boh Hall U of M, Duluth 55812		(218) 726-7116
Chester B. Grygar	334 Morrill Hall		(612) 373-2066
Dave Hurlbut	P.O. 48 Skyberg Hall U of M Crookston, Mn. 56716		(218) 281-3528
Rick Jauert	P.O. Box 1810I U of M Morris, Mn. 56367		(612) 589-4869
Mark Lonsbury	6105 Centennial Hall		(612) 373-0593
*Beth Lutze	318A North Bailey Hall		(612) 376-7929
*Rick Marsden	308 Aero Engineering		(612) 373-2414
Ronald Matross	328 Walter Library		(612) 373-4862
Bruce Overmier	212 Elliot Hall		(612) 373-3430
Theresa Spindler	308½ N.E. 8th St. Waseca, Mn. 56093		(507) 835-5908
Donald Zander	9 Morrill Hall		(612) 373-7945

1/12/76

\* Replaced during year

Thomas W. Moran IV	1815 Iowa - Superior, Wisconsin 54880	(715) 394-5032
Gary Klouda	1015 Essex St. S.E. Apt. 203 55414	
Karen Olsen	5215 Centennial Hall	

## Office for student affairs RESEARCH BULLETIN

THE 1976 SURVEY ON TWIN CITIES CAMPUS  
STUDENT SERVICES FEES

Ronald Matross and Carmen DeGidio  
Student Life Studies  
University of Minnesota

Abstract

The University Poll surveyed the opinions of 405 randomly selected Twin Cities Campus students toward student services fees. Key findings include: Strongest support (70-85%) was shown for fees for the Board of Student Publications, the Boynton Health Service, the Student Ombudsman Service, and a proposed Legal Aid Clinic. Least support (45%-50% against the fee) was given to fees for the Twin Cities Student Assembly, the Athletic Building Fund and a proposed FM radio station. Students expressed a strong desire for self-determination of fees, with majorities of respondents saying that fees should be determined by a vote of all students and that students should control fee-supported services.

## The 1976 Survey on Twin Cities Campus

## Student Services Fees

Ronald Matross and Carmen DeGidio

## Student Life Studies

## University of Minnesota

In recent years student services fees have come under serious discussion at the University of Minnesota. The revenue generated from these fees is considerable, amounting to over \$10 million a year on the Twin Cities campus alone. Fees provide the core of support for a number of major services on each of the University campuses, including the Student Unions, Health Services and recreational sports programs. Moreover, there are many smaller programs and services which rely totally on student fees, and would not exist without them, and many more small programs seek funding each year. Inevitably, because of the competition for a limited amount of funds, both the content and the process of student fee allocation have been subjected to close scrutiny. One concern has been the apparent lack of thoroughly explicit rules for determining fees. Historically, fees have been used for diverse purposes. Some of the previously funded services have been absorbed into tuition such as the Student Counseling Bureau and libraries, and others such as post office boxes for students at the Student Union have been dropped entirely. The historical pattern of fee allocations suggests that they have been more under the control of short term situational concerns than of long term policy guidelines. The combination of limited funds,

intense competition for these funds, and the lack of consistent guidelines is a volatile mix and often erupts into a controversy.

A second point of contention has been the process by which fee allocation decisions are made. The end point of the process is clear - the Board of Regents makes the final decisions about the amounts and distribution of fees for a given year. However, the process by which fee recommendations reach the Regents is multidimensional and embodies the potential for disagreement. On each of the University of Minnesota campuses, a Student Services Fees Committee, composed primarily or entirely of students, annually initiates a set of recommendations. The Administration also makes recommendations about the fees on each campus. On the Twin Cities campus, a further complication is introduced in that the Student Services Fees Committee reports to the student government, the Twin Cities Student Assembly which may amend or completely reverse the recommendation of the Fees Committee. As presently constituted, the fees recommendation system does allow for considerable representation and negotiations from a wide set of constituencies, but it has the potential for considerable acrimony when a consensus cannot be reached.

Concerns about the fees system have led to the formation of the University-wide Task Force to examine the entire fees mechanism and develop recommendations for both the content and process of future fee determination. The ongoing examination of the most basic questions about students fees provides the context for the survey presented here.

The survey was commissioned by the Twin Cities Student Services Fees Committee, and was designed to represent the opinions of Twin Cities campus students on student fee issues. One point of consensus among the various constituencies concerned with student fees is that general student opinion should be one important input into the fee allocation process. Thus, in the last four years, three fee surveys have been conducted as well as several additional surveys of student opinion regarding some specific new proposals for fee funding. Each of these surveys has focused on whether students feel that specific fee requests should be funded. The content of the 1976 survey, however, was to a large degree determined by the current discussions and controversies regarding the nature and determination of student fees. The survey obtained student opinion on several of the general controversial issues relating to the purpose of student fees such as whether current students should commit future students to paying for loans with their student fees, whether fees should be should be used for small groups of students with special needs, and whether fees should be used only for services used by a majority of students. Similarly, student opinion was sought on issues regarding the process of fee determination, especially the question of who should have the responsibility for determining fees - student leaders, the University Administration, or all students - through a referendum procedure.

Besides addressing these general philosophical issues, the survey also asked students about the proposed fees currently under active

consideration for the coming year. It asked students how they felt about funding the sixteen currently funded services and two new ones - an FM radio station and a legal aid clinic - in the amounts being considered for funding. Unlike previous surveys, the 1976 fee survey examined opinions about new and existing services together in the same response format. By putting the new and the old services on the same footing, direct comparisons of student feelings about the relative merits of these services can be made.

The purposes of the 1976 survey on student fees were thus to obtain a reading of student opinion on general issues currently subjected to controversy regarding student fees, and to obtain a reading of their priorities for specific old and new services.

#### Method

The survey was conducted entirely by mail. The general format of the survey was developed by an ad-hoc committee, consisting of a staff member of the University Poll, two staff members from the University Measurement Services Center, and one faculty member of the Speech-Communications Department. Final determination of the specific survey items and procedures was made by the staff of the University Poll.

#### Sample

The survey was mailed to a random, computer-generated sample of 550 students from an Admissions and Records file of students registered during Winter quarter. The sample included both half-time and part-time students (part-time students not paying the fees) on the assumption that differences in opinion between those who paid the



fee and those who did not could be analyzed statistically.

#### Mailing Procedures

Students selected for the sample were first contacted on March 5, 1976 by a pre-letter describing the study. A couple of weeks later on March 15, a questionnaire with an accompanying letter was sent. This was followed by one postcard follow-up on April 2, and a second questionnaire on April 15. A final telephone follow-up was made between April 27 and May 2 to those who had not yet responded. By April 27, 1976, completed questionnaires had been received from 405 of the 550 students in the sample, for a response rate of 76%.

#### Results

Table 1 presents a percentage distribution of respondents' opinions as to whether specific proposed fees should be required. The fees receiving the strongest support, with over four fifths favoring requirements of the fees and over half definitely favoring requirements, were the fees for the Board of Student Publications (84%) and the Elections Commission (52%). Other fees receiving majority support were the Student Ombudsman Service (70%), the Legal Aid Clinic (70%), the Music Fund (65%), the Student Aid Fund (64%), the Recreational Sports Program (64%), the Student Unions (60%), the Minnesota International Student Association (58%) and the Elections Commission (52%).

The fee receiving the weakest endorsement, with one half of the respondents against the fee, was the fee for the Twin Cities Student Assembly. For two other fees, the Athletic Building Fund and the FM Radio Station, more students were against the fee (45%) than were for it (39% for the Athletic Building Fund and 40% for the FM Radio Station). The remainder of the services had more students

favoring the requirement than against it but they did not receive majority support. These fees serviced the International Study and Travel Center (46% endorsing the fee), the College Boards (46%), Cultural Affairs (45%), International Reciprocal Student Exchange (42%), and the University Student Telecommunications Corporation (42%).

Table 2 presents the percentage distribution of students' responses to questions concerning fee issues. With regard to the issue of who should control the services paid for by students' fees, a majority of respondents (63%) agreed that students should have this control. Concerning the issue of who should pay the fees, a majority of respondents (55%) agreed that it is necessary to require all students to pay fees as opposed to the beliefs that only those who use the service should be charged (42%), or that each student be allowed to choose which fees he wants or does not want to pay (46%). In determining which fees are charged, a majority of respondents (57%) expressed the opinion that a vote among all students should determine which fees are charged, as opposed to 20% of the respondents indicating that these decisions should be made by student leaders. Another issue was the purpose for which fee money should be used. With regard to this, respondents expressed the strongest agreement with the statements that money from student services fees should be used to give students educational experience not available in the classroom (61%), and that money from student fees should be used to give students facilities and programs for their leisure time activities (54%). Almost half (46%) of the respondents believed that money from student services fees should be

Table 1

Percentage Distribution of Responses to  
Whether Specific Fees Should Be Required

	<u>Y,D</u>	<u>Y,P</u>	<u>DN</u>	<u>NP</u>	<u>ND *</u>
1. Board of Student Publications . . .	57	27	2	6	7
2. Health Service . . . . .	55	26	4	6	7
3. Student Ombudsman Service . . . . .	32	38	10	11	7
4. Legal Aid Clinic . . . . .	34	36	12	9	6
5. Music Fund . . . . .	29	36	9	13	10
6. Student Aid Fund . . . . .	40	24	9	12	11
7. Recreational Sports . . . . .	32	32	9	10	15
8. Student Unions . . . . .	27	33	9	15	12
9. Minn. Internatl. Student Assn. . .	21	37	16	12	11
10. Elections Commission . . . . .	17	35	11	16	18
11. Intl. Study & Travel Center . . .	15	31	12	20	18
12. College Boards . . . . .	11	35	22	16	13
13. Cultural Affairs . . . . .	19	26	17	18	16
14. Intl. Reciprocal Student Exchange .	15	27	19	20	17
15. Univ. Student Telecommunications .	14	28	18	18	19
16. FM Radio . . . . .	18	22	12	18	27
17. Athletic Building Fund . . . . .	12	27	12	17	28
18. Twin Cities Student Assembly . . .	7	21	19	25	25

\*Y,D = Yes, Definitely

Y,P = Yes, Probably

DN = Don't Know

NP = No, Probably Not

ND = No, Definitely Not

1.  
2.  
3.  
4.  
5.  
6.  
7.  
8.  
9.  
10.  
11.  
12.  
13.  
\*SA  
A  
N  
D  
SD

Table 2

7b

## Percentage Distribution of Student Opinions

## About Fee Issues

	SA	A	N	D	SD*
1. Students should control the services which are paid for by student services fees . . . . .	29	34	20	13	2
2. Money from student services fees should be used to give students educational experience not available in classroom . . . . .	17	44	21	11	4
3. A vote among all students should determine which fees are charged for student services . . . . .	23	34	18	16	5
4. It is necessary to require all students to pay fees for student services . . . . .	17	38	10	20	12
5. Money from student services fees should be used to give students facilities and programs for their leisure time activities . . . . .	11	43	19	15	8
6. Current students should not commit future students to pay fees for a service . . . . .	19	32	23	19	4
7. Each student should be able to choose which student fees he wants to pay and which fees he does not want to pay . . . . .	10	36	26	16	7
8. Student services fees should be charged only for services used by a majority of students . . . . .	17	30	15	28	7
9. Money from student services fees should be used for services to help students overcome problems in their lives . . . . .	10	36	26	16	7
10. Money from student services should <u>not</u> be used for services which are available off campus . . .	18	26	23	26	3
11. Only those students who use a service should have to pay for it . . . . .	22	20	14	33	8
12. Money from student services fees should be used to provide programs for small groups of students with special needs . . . . .	3	17	24	32	21
13. Student leaders should determine which fees are charged for student services . . . . .	3	17	22	32	23

SA = Strongly Agree

A = Agree

N = Neither Agree nor Disagree

D = Disagree

SD = Strongly Disagree

used for services to help students overcome problems in their lives. A plurality of respondents (44%) expressed the opinion that money from student services fees should not be used for services which are also available off campus. Finally, fewest respondents (20% agreed with the statement that money from student services fees should be used to provide programs for small groups of students of special needs.

### Discussion

The survey results both answer and raise questions about the nature of student fees and the nature of methods for assessing opinions about student fees. In a large measure, the pattern of responses is similar to that of the 1975 fees survey. "Problem-solving" services such as the Boynton Health Service, the Student Ombudsman Service, and the Student Aid Fund remain high in the endorsement of students, while services which are not so clearly related to helping students overcome deficits or deficiencies, such as the Twin Cities Student Assembly and the Athletic Building Fund remain low in student esteem. Some shifts did take place between the 1975 and 1976 surveys. Most noticeably, the Board of Publications received a higher endorsement in 1976 than in 1975, but in general the pattern of responses toward existing services remains very similar across the two years.

Opinions about the fees proposed for two new services also fit the general pattern of problem-solving services being most highly esteemed. Seventy percent of the respondents endorsed a fee for the Legal Aid Clinic, a service clearly oriented to problem-solving, while only 40% endorsed the fee for an FM Radio Station, a service which would not be primarily concerned with helping students overcome difficulties.

The general pattern which we infer from the data on opinions about specific fees becomes somewhat complicated when we introduce the data from the questions about general fees issues. When asked directly, fewer students (42%) endorsed the use of fees for helping students "overcome problems in their lives" than endorsed the use of fees to "give students educational experiences not available in the classroom (61%), or to "give students facilities and programs for their leisure time activities" (54%). An even greater discrepancy between the specific and general items occurred with regard to the 55% who agreed that fees "should not be used for small groups of students with special needs." These responses are in conflict with the 45% who endorsed a specific fee for the Cultural Affairs Program for minority students and the 58% who endorsed the fee for the Minnesota International Student Organization. Both minority student groups and international student groups can be considered small groups of students with special needs.

Quite clearly the general and specific items were tapping different dimensions of opinion. One explanation for the differences between the two types of items might lie in the wording of the general items. The wording, "to help students overcome problems in their lives" may have sounded very much like specialized services for helping students overcome individual psychological problems, and students may not have construed the Health Service, the Student Ombudsman Service, the Student Aid Fund, and Legal Aid Clinic as fitting this narrow category. Similarly, they may not have construed

minority groups and international students as "small groups of students with special needs." Again, the wording of the question may have implied a very restricted use of funds.

Further methodological issues are salient with regard to opinions about the two new proposed services - the FM Radio Station and the Legal Aid Clinic. Student opinion about both these services was previously assessed in two separate surveys conducted two to three months earlier than the survey reported here. On the previous separate surveys, both services received an endorsement of approximately two thirds of the respondents polled, using the same description of the services as was employed in the present fee survey. However, the levels of support for the two services on the present fees survey were highly divergent, with the Legal Aid Clinic receiving a 70% endorsement of the fee and the FM Radio Station receiving only 40%. Thus, opinion about the Legal Aid Clinic was constant across two different surveys, while opinion about the FM Radio Station was considerably different. The issue is "Why did the method of assessment make so much difference for the FM Radio Station question and so little difference for the Legal Aid Clinic?" One clue to the discrepancy of findings might be in differences in methodology between the original separate surveys on the two issues. Opinions about the Legal Aid Clinic were assessed in a fairly lengthy, mailed survey which dealt not only with the question if the fee should be charged for the clinic, but also with students' experiences with the legal system, their interests in a wide array of legal services and several

issues having to do with the usefulness and appropriateness of a University Legal Aid Clinic. Because the survey was a mailed survey, students had a great deal of time to think about the issues involved. The pattern of endorsement for the Legal Aid Clinic was consistent across all the different types of questions asked in the survey. In contrast, the questions on the previous study about the FM Radio proposal were few, rather global and superficial and were asked over the telephone. The survey did not attempt to portray subtleties of student opinion from several directions, as did the Legal Aid Clinic survey. Additionally, it was required that students make a rather quick judgment on the telephone about their feelings toward the station. The effect of the superficiality of the previous FM Radio survey was to present a picture of student support for the FM Radio Station without gauging the strength and solidity of that support.

What now appears plausible is that student support for the Radio Station is "soft." That is, at first the station is an appealing idea to students and something which they consider worth paying for. However, when students are given time to think about the issue, and most importantly to think about it in relation to other needs and services, they place a relatively low priority on it. In other words, the station is something which students perceive as attractive but not something which they need in the sense that they feel they need a student newspaper or a health service.

The comparisons among separate surveys and separate methodology



on the FM Radio Station and Legal Aid questions provide a unique and valuable opportunity to answer methodological questions with data rather than suppositions. It is now apparent that global, superficial surveys which give the respondent little time to consider the issues are inappropriate for making decisions about student fees. It would now seem important to attempt to consolidate the learnings gained from these cross-methodological comparisons in order to rationalize and plan the process by which student opinion concerning fees issues will be assessed in the future.

That such a task is important is underscored by student opinions about the degree to which students should have input into the process of determining and spending their fees. Majorities of students said that they wished to directly vote on their fees and to control fee-supported services. Students very much wish to have their opinions directly affect the nature of student services fees at the University of Minnesota.



UNIVERSITY OF MINNESOTA

Student Representatives  
to the Board of Regents

STUDENT REP RECOMMENDATIONS  
RE STUDENT SERVICE FEE  
DECEMBER 1975

There are two central issues that need to be resolved:

1. The question of what is properly a student service fee, and
2. The extent of student control over fee assessment.

ISSUE 1: What is properly a student service fee?

The Student Reps recommend the use of at least the following four criteria:

- a. There should be sufficient student input or control on the governing board of a group that receives student fees.
- b. The service ought to be available to most, if not all, students.
- c. Although the fee funded operation may be educationally related, that relationship should be incidental, not primary. Educational services ought to be funded in ways other than student fees.
- d. The fee should be supported by students or at least student government.

ISSUE 2: The extent of student control (versus administration control).

The Student Reps believe that student administration conflict should be resolved in favor of the students because of the very nature of student fees as they are intended to serve students and are paid by students. The administration's stake in fee assessment is more remote and hypothetical, while the student's stake is direct and personal.

Therefore, the balance between administration's need for a voice and the student's need for control must be struck in favor of the students. We recommend that this be done in one of two ways (greatly preferring the first):

- a. Administration recommendations to the Regents be eliminated. Encouraging greater administration input in the formative stages of recommendations before the Fees Committee and the Student Assembly.
- or, b. Student leaders present their finalized fee recommendations to the Regents for action upon, but allowing the administration to respond by dissenting on particulars.

ADDITIONAL RECOMMENDATIONS:

- a. The process be uniform for all campuses.
- b. Completion of recommendations be made earlier, allowing sufficient time for discussion by all before action is needed.

cc: Don Zander



UNIVERSITY OF MINNESOTA

Office of the President  
202 Morrill Hall  
Minneapolis, Minnesota 55455

April 29, 1976

Ms. Clare Dingley, Co-chairperson  
Dr. Donald Zander, Co-chairperson  
Task Force on Student Services Fees  
10 Morrill Hall

Dear Ms. Dingley and Dr. Zander:

Last winter I met with several student leaders at my home. They included Mr. Gary Klouda, Chairperson of the Twin Cities Student Services Fee Committee, and Mr. Rick Evans, Twin Cities Student Body President. Both are members of your Task Force. Dr. Zander and Vice President Wilderson were also present. At that meeting, I presented my views regarding the process by which recommendations on the student services fees are brought to the Regents. These comments were relayed to the other members of your Committee by Mr. Evans, Mr. Klouda and Dr. Zander at your next meeting.

For the record, you have asked me to outline those comments in written form.

It had been suggested by some students that the Student Services Fees ought to be brought directly to the Board of Regents by student leaders without recommendations from the administration or with recommendations from the administration as a separate process but not as the official recommendation.

I have several comments to make regarding this process. For instance, the elimination of the administration from the fee recommendation process is premised on the assumption that somehow something called "the administration" can be legally separated from the Regents of the University of Minnesota. In fact -- though I am perfectly well aware that at times student government and its leaders are in disagreement with the administrators -- the administration, through the President of the University, legally represents the faculty and students and University personnel generally to the Regents. Or, if one looks at this from another angle,

Ms. Clare Dingley  
Dr. Donald Zander  
April 29, 1976  
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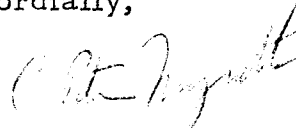
under the By-Laws of the Regents, the President of the University is the President of the Board of Regents, and in effect serves as a member of the Board. For example, I sit with the committees of the Regents as a fully participating member (though University Presidents traditionally have not voted), and I serve as Chief Executive Officer of the Board and chair the official meetings of the Regents that actually transact business.

Because of this circumstance, it is legally unrealistic, and I personally think practically wrong, to try to make separations on student governance questions.

More significantly, I cannot accept the proposition that student government bodies on each campus would present student services fees recommendations directly to the Regents. It is absolutely true that the Regents exercise final control over fees, but the Regents work through a President they have elected and who has the responsibility for administering and managing the University of Minnesota in its totality. A more appropriate process would be that campus student governmental bodies have a guaranteed right to present their dissent to the President's student fee recommendations to the Regents.

I hope these comments are of some use and interest to you. I, personally, cannot abrogate my responsibility for fees recommendations or supervision.

Cordially,



C. Peter Magrath  
President

CPM:djf

Twin Cities Student Assembly Minutes  
February 26, 1976

Members Present: Beth Berman, Susan Charnley, John Ciabattari, Ann DeGroot, Mark Eckerline, Dave Edelstein, Susan Erkel, Tom Fairbanks, Roger Fellows, Dennis Hogan, Tom Hollenhorst, Chuck Holkanen, Kevin Janni, JoAnn Johnson, Mike Johnson, Chuck Korsch, Pam Lachner, Mike Lazarow, Robert Lee, David Lenander, Beth Lutze, Mike Malter, Barbara-Ann March, Rick Marsden, Steve Morrison, Fane Opperman, Rick Plunkett, Marta Schee, Dawn Schwingler, Lekon Shobowale, Shelley Stein, Kris Torgeson, Mike Unger, Cole Wallace alt. Jim Idzcreek, Todd Wedin, Bill Werb, Karen Olsen.

Members Absent: Bev Anderson, Gregg Barbe, Janet Donlin, Mark English, Karen Hawley, Lawrence Huff, Leona Humphrey, Judy Ilse, Jerry Iverson, Louise Koste, Harriet Lewis, Wendy Lewis, J. Eugene May, Mary Moser, Jose Padilla, Gary Pederson, Robert Zohlman.

The February 26, 1976 meeting of TCSA was called to order by Speaker Barbara-Ann March. The Agenda was approved with the following additions and changes in ordering.

1. Student Fees Task Force Resolution
2. Steering Report
3. Collective Bargaining Resolution
4. Service Corporation Resolution
5. MUCB Food Service liaison committee report and resolution
6. Convention report
7. Student Concerns report
8. WMMR Resolution
9. Fees Report including substitute motion
10. Elections Commission
11. Rules report

The Minutes were approved with the following correction. (1) JoAnn Johnson was present at the 2/19/76 meeting. MSC.

The following Student Fees Task Force Resolution was presented by Mike Unger:

Whereas, the Administration has currently set up a task force on Student Services Fees, and

Whereas, the task force is not planning to hold any hearings or call witnesses concerning this matter, and

Whereas, the President of the University has already informed the task force of his views on certain items pertaining to this matter, and

Whereas, the Twin Cities Student Assembly is concerned about the matter of student services fees.

Resolved, that the Student Assembly convey the following viewpoints on student services fees to the Administration Task Force:

1. The Student Assembly is of the opinion that questions concerning the amount of the fee and the nature of the services to be funded should be decided by the Student Assembly and should not be regulated by specific guidelines.
2. The Student Assembly rejects the concept that certain fees are ongoing University functions and ought to be incorporated into tuition. The Student Assembly maintains the opinion that students should continue to regulate such fees as the Health Service.
3. The Student Assembly, as the representative student legislature within University governance, is the body with the primary responsibility for recommending fees to the Board of Regents. The Student Services Fees Committee, a committee of the Assembly, exists merely to aid the Student Assembly in forming the recommendation. Therefore the Student Assembly rejects any proposal that would remove it from the fees process.
4. The Student Assembly reaffirms its belief that the Speaker of the Student Assembly should present the student recommendations to the Board of Regents. The Student Assembly does not reject the concept of Administrative recommendations but it claims a co-equal interest in this matter and hence a right to present its own recommendations to the Board of Regents.
5. The Student Assembly rejects the concept of regulating expenditures of fee supported organizations through methods other than the fee setting process itself. The Student Assembly feels that any such actions would open up the possibility of coercive measures being applied to such organizations by outside interests.
6. The Student Assembly feels that the Student Services Fees Committee should consist of at least a voting majority of students. The Student Assembly will concede the peripheral interests of administrators and faculty members in the fees process and accept voting members from these areas contingent upon recognition of a much greater student interest in and the provision for voting student members on all administrative and Senate committees including but not limited to, the Central Officers Group, the Council of Academic Officers, the Planning Council, the Senate Committee on Faculty Affairs, and the Senate Judicial Committee.
7. The Student Assembly feels the lack of consultation with other interested parties by the Task Force is unwise and suggests that the Task Force call witnesses and poll the student body in a manner similar to the Task Force on FM Radio.

8. The Student Assembly would like to state for the record that Twin Cities students did not request the formation of the Task Force. It is the sense of the Student Assembly that the present system with a few minor alterations of protocol to increase student input would serve the needs of all interested parties quite sufficiently in so far as the Twin Cities Campus is concerned. In so far as the other campuses are concerned the Student Assembly would recommend that they be looked at on an individual basis, but an attempt be made to make the process uniform throughout the all-University system.

Further resolved, that the Student Assembly requests the Twin Cities student representatives to the Task Force support the viewpoints enumerated in the first resolved clause.

Further resolved, that the Student Assembly direct its Speaker to forward, with an appropriate cover letter, a copy of this resolution to each member of the Task Force on Student Services Fees, the Student Representatives to the Board of Regents, President C. Peter Magrath, and Vice-President Frank B. Wilderson.

- R-76-4-1 A friendly amendment was presented to change section 8 to read:  
"The Student Assembly would like to state for the record that Twin Cities students did not request the formation of a task force which would reduce student input."  
The Resolution with the friendly amendment. MSC unanimously.

The Steering Report was presented by Mike Unger. The following resolution was presented:

- R-76-4-2 Whereas, the Board of Regents is the University's primary policy making body, and  
Whereas, present student representation to Regents committees has been constructive and should be continued but fails to provide for student representatives as full voting members on the Board and its committees, and  
Whereas, there is now student membership on the State University Board and it has proved to be an asset.  
Be it resolved that the Twin Cities Student Assembly, speaking for the students of the Twin Cities campus, strongly endorses Representative Michael Sieben's bill (H.F. ) for student membership on the Board of Regents, and encourages prompt enactment of this bill.  
Be it further resolved that the Twin Cities Student Assembly shall seek further support for this bill from other student government organizations.  
MSC Unanimously.

## STUDENT SERVICES FEE DEFINITIONS

1. Student fees are fees which serve those needs and desires determined by current fees paying students.
2. Student fees are those which cover services which are regarded as necessary but not fundable through legislative request.
3. Student services fees are fees determined by and for students to serve non-instructional but educational purposes.\*
4. Student services fees are fees which provide funding for those activities not directly related to instruction but generally recognized as providing extra-curricular or non-curricular services to students such as student government, student union, student newspaper, etc.
5. Student services fees are fees which shall be determined and administered by, for, and from students for non-institutional but educational services.

\*General concensus was reached on this definition for a period of time.